

## Message Text

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ACTION TRSE-00

INFO OCT-01 EA-10 ISO-00 NEA-10 IO-13 H-01 L-03 PRS-01

PA-01 SP-02 USIA-06 AID-05 EB-08 NSC-05 SS-15

STR-05 OMB-01 CEA-01 CIAE-00 COME-00 FRB-03

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AGRE-00 /108 W

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P 090644Z SEP 77

FM AMEMBASSY MANILA

TO SECSTATE WASHDC PRIORITY 4911

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C O R R E C T E D C O P Y (SECTION INFO SHOULD READ 1 OF 3  
VICE 1 OF 2)

USADB

FOR NAC AGENCIES

E.O. 11652: N/A

TAGS: EAID, EFIN, RP

SUBJECT: PROPOSED ADB LOAN AND GRANT FOR ROAD IMPROVEMENT  
PROJECT AND ROAD IMPROVEMENT STUDY (PHILIPPINES)

SUMMARY: ADB MANAGEMENT PROPOSES \$45.0 MILLION EQUIVALENT  
LOAN FROM ORDINARY CAPITAL RESOURCES AND \$150,000 TECHNICAL  
ASSISTANCE (TA) GRANT TO GOVT OF PHILIPPINES FOR ROAD IMPROVE-  
MENT PROJECT AND FOR PREPARATION OF FEASIBILITY STUDIES AND  
ENGINEERING DESIGNS OF ADDITIONAL ROADS UNDER A ROAD IMPROVE-  
MENT STUDY. PROJECT IS CONSIDERED ECONOMICALLY VIABLE. USADB  
BELIEVES APPROPRIATE EFFORTS ARE BEING MADE TO OVERCOME  
MAINTENANCE DEFICIENCIES OF EXECUTING AGENCY AND PLANS TO  
CALL BANK'S ATTENTION TO NEED TO MONITOR ITS PERFORMANCE  
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CAREFULLY OVER PROJECT'S IMPLEMENTATION PERIOD. USADB,  
THEREFORE, RECOMMENDS FAVORABLE NAC ACTION. END SUMMARY.

1. ADB DOC. R86-77 WITH ATTACHMENTS DESCRIBING PROPOSED LOAN  
POUCHED ADDRESSEES SEPTEMBER 1. BOARD CONSIDERATION SCHEDULED  
SEPTEMBER 29.

2. ADB MANAGEMENT IS PROPOSING \$45.0 MILLION LOAN FROM ORDINARY CAPITAL RESOURCES AND \$150,000 TA GRANT TO GOVT OF PHILIPPINES FOR ROAD IMPROVEMENT PROJECT AND ROAD IMPROVEMENT STUDIES. ROAD IMPROVEMENT PROJECT COMPONENT INVOLVES: (A) REHABILITATION OR IMPROVEMENT OF TWO MAJOR AND TWELVE MINOR ROADS LOCATED IN LUZON, AND (B) PROVISION OF CONSULTING ENGINEERING SERVICES FOR PREPARATION OF DETAILED ENGINEERING DESIGNS AND SUPERVISION OF CONSTRUCTION FOR IMPROVEMENT OF ABOVE ROADS. TA COMPONENT COVERS FEASIBILITY STUDY FOR ABOUT 1,070 KM. OF PRIMARY AND SECONDARY ROADS AND DETAILED ENGINEERING DESIGN OF IMPROVEMENTS IN LUZON, AND IN VISAYAS AND MINDANAO ISLAND GROUPS. PROPOSED TERMS ARE 25 YEARS AMORTIZATION INCLUDING FIVE YEAR GRACE PERIOD, 8.3 PERCENT INTEREST. REPUBLIC OF PHILIPPINES TO BE BORROWER AND DEPARTMENT OF PUBLIC HIGHWAYS (DPH) THE EXECUTING AGENCY.

3. PUBLIC HIGHWAY NETWORK IN PHILIPPINES INCLUDES TOTAL OF ABOUT 124,000 KM. OF ROAD OF WHICH 32,000 KM. NATIONAL, 29,000 KM. PROVINCIAL, 12,000 KM. MUNICIPAL AND CITY AND 50,000 KM. OTHERS. WHILE ONLY 18 PERCENT OF THE NETWORK IS PAVED, BOTH PAVED AND UNPAVED ROADS ARE GENERALLY IN POOR CONDITION DUE TO INADEQUATE MAINTENANCE IN THE PAST AND INITIAL DEFICIENCIES IN DESIGN AND CONSTRUCTION. PROPOSED PROJECT IS INTEGRAL PART OF THE GOVT'S NATIONAL ROAD IMPROVEMENT PROGRAM WHOSE GOAL IS TO UPGRADE ABOUT 25,700 KM. OF LIMITED OFFICIAL USE

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EXISTING HIGHWAY NETWORK DURING PERIOD 1977-80. GOVT BELIEVES THAT IT IS NOW ENTERING INDUSTRIALIZATION PHASE WHICH REQUIRES SUBSTANTIAL INCREASE IN PRODUCTION FROM INTERMEDIATE AND PRODUCER GOODS INDUSTRIES FOR WHICH ECONOMIES OF SCALE AND ACCESS TO DOMESTIC SUPPLIES ARE IMPORTANT FACTORS IN CHOICE OF LOCATION. THUS, CURRENT EMPHASIS BEING GIVEN TO IMPROVEMENT OF EXISTING HIGHWAYS, PARTICULARLY OUTSIDE METRO-MANILA AREA.

4. PURPOSE OF PROPOSED IMPROVEMENTS IS TO RENDER PROJECT ROADS CAPABLE OF ALL WEATHER OPERATIONS FOR PROJECTED TRAFFIC VOLUMES IN ORDER TO REDUCE COST OF TRANSPORTING AGRICULTURAL INPUTS AND GOODS AND TO ENCOURAGE DECENTRALIZATION OF INDUSTRY AROUND THE METRO-MANILA AREA. PROJECT INCLUDES IMPROVEMENT OF OLONGAPO-BUGALLON ROAD WHICH RUNS 231 KM. ALONG WESTERN COAST OF LUZON FROM NORTHERN BATAAN TO LINGAYEN GULF THROUGH PROVINCES OF ZAMBALES AND PANGASINAN. ROAD IS PRIMARY TRANSPORT LINK OF THE AREA IT TRAVERSES. AREA IS LINKED TO CENTRAL LUZON PLAINS AND MANILA THROUGH OLONGAPO-SAN FERNANDO AND BUGALLON-TARLAC-SAN FERNANDO-MANILA ROADS. ZAMBALES MOUNTAINS ACT AS BARRIER BETWEEN AREA AND CENTRAL LUZON PLAINS. THE ZONE DIRECTLY

INFLUENCED BY ROAD COMPRISES WHOLE OF ZAMBALES PROVINCE AND  
12 MUNICIPALITIES IN WESTERN PART OF PANGASINAN PROVINCE WITH

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NSAE-00 USIA-06 XMB-02 OPIC-03 SP-02 LAB-04  
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AREA OF 6,500 SQ. KM. AND POPULATION OF ABOUT 670,000, OF  
WHICH ABOUT 20 PERCENT LIVE IN MAJOR URBAN AREA OF OLONGAPO  
AND AN ADDITIONAL 15 PERCENT LIVE IN OTHER SMALL URBAN  
AREAS. SUGAR CANE, PADDY AND MANGOES ARE PRINCIPAL CROPS  
WITH LARGE SURPLUSES OF MANGOES AND SUGAR SHIPPED OUTSIDE  
AREA. SUGAR MILL IN BOTOLAN, LOCATED ON THE PROJECT ROAD,  
RECEIVES SUGAR CANE FROM CENTRAL LUZON PLAINS AND BATAAN.  
IT CURRENTLY HAS EXCESS MILLING CAPACITY, A FACTOR CONSIDERED  
IN ESTIMATING FUTURE TRAFFIC VOLUMES.

5. SECOND MAJOR ROAD PROPOSED FOR IMPROVEMENT IS 96 KM.  
TAGAYTAY-BATANGAS ROAD, WHICH TRAVERSES AGRICULTURALLY  
RICH PROVINCE OF BATANGAS TO SOUTH OF MANILA. PROJECT AREA  
COVERS 2,000 SQ. KM. WITH POPULATION ESTIMATED AT 520,000.  
ABOUT 15 PERCENT OF THE POPULATION ARE URBAN DWELLERS, MOST  
OF WHOM LIVE IN BATANGAS, A PART TOWN AND ADMINISTRATIVE  
CAPITAL OF THE PROVINCE AND CENTER OF SOME INDUSTRIAL  
DEVELOPMENT. AGRICULTURE IS WELL DIVERSIFIED IN THE AREA AS  
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IT INCLUDES SUGAR CANE, PADDY, BANANA AND CORN. IN ADDITION, OTHER FRUITS, VEGETABLES AND LIVESTOCK ARE ALSO PRODUCED, LARGELY TO SUPPLY METRO-MANILA MARKETS. BATANGA CITY HAS PETROLEUM REFINERY AND IS A PORT OF SOME INTER-ISLAND TRAFFIC. THIS HAS ATTRACTED SYNTHETIC TEXTILES AND CHEMICAL INDUSTRIES TO THE AREA AND OFFERS CERTAIN ADVANTAGES TO OTHER MEDIUM AND LARGE INDUSTRIES. NORTHERN REACHES OF ROAD CONNECT TAGAYTAY LOCATED NEAR TAAL LAKE WITH THE NASUGBU AND BALOYAN SUGAR MILLS ON SOUTH WESTERN PERIMETER OF CAVITE PROVINCE. IN ADDITION TO AGRICULTURE, TOURISM IS A LARGE AND GROWING INDUSTRY IN THIS AREA. TOURIST FACILITIES HAVE BEEN IMPROVED SIGNIFICANTLY IN LAST THREE YEARS AT TAGAYTAY, AND FURTHER EXPANSION AND NEW FACILITIES ALONG COAST NEAR NASUGBU ARE DESIGNED TO ATTRACT MORE FOREIGN TOURISTS TO SCENIC ATTRACTIONS OF AREA.

6. ANOTHER COMPONENT OF THE PROJECT DEALS WITH IMPROVEMENT OF TWELVE MINOR ROADS 190 KM. IN LENGTH. NINE OF THE PROJECT'S TWELVE MINOR ROADS ARE LOCATED WITHIN THE AREAS WHICH ARE SERVED BY THE TWO MAJOR ROADS DISCUSSED ABOVE. AN ESTIMATED POPULATION OF 175,000 LIVE WITHIN ZONES OF INFLUENCE OF MINOR ROADS UNDER THIS PROJECT. REMAINING THREE MINOR ROADS SERVE AN ESTIMATED POPULATION OF 90,000 IN RURAL AND SEMI-URBAN AREAS IN CAVITE PROVINCE, AN AREA WHOSE ECONOMY IS SIGNIFICANTLY AFFECTED BY METRO-MANILA AREA. LARGE NUMBERS OF PERSONS COMMUTE FROM THESE AREAS DAILY TO MANILA FOR EMPLOYMENT AND HIGHER EDUCATION. WHILE RICE IS DOMINANT CROP IN AREA, LARGE QUANTITIES OF VEGETABLES AND FRUITS ARE ALSO SUPPLIED TO MANILA MARKETS.

7. TA COMPONENT OF PROPOSAL IS DESIGNED TO AFFECT AREAS ON MAIN ISLANDS OF LUZON AND MINDANAO AND ON ISLOATED SMALL ISLANDS OF CATANDUANES, MARINDUQUE, MASBATE, ROMBLON AND LIMITED OFFICIAL USE

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PALAWAN. THESE SMALLER ISLANDS ACCOUNT FOR ABOUT 10 PERCENT OF LAND AREA AND 8 PERCENT OF POPULATION IN PHILIPPINES.

8. TOTAL COST OF PROJECT IS ESTIMATED AT \$76.5 MILLION, OF WHICH \$36.8 MILLION, OR 48 PERCENT, IS ESTIMATED FOREX COST. PROCEEDS OF \$45.0 MILLION LOAN WILL FINANCE: (A) FOREX COSTS OF CIVIL WORKS FOR 517 KM. ROAD IMPROVEMENT OF PROJECT, INCLUDING CONSULTING SERVICES FOR DETAILED ENGINEERING DESIGN AND SUPERVISION OF CONSTRUCTION (35.7 MILLION); (B) CONSULTING SERVICES FOR TA COMPONENT OF PROJECT (0.95 MILLION); (C) INTEREST AND OTHER CHARGES ON LOAN DURING CURRENCY COSTS OF ROAD IMPROVEMENT COMPONENT

(4.0 MILLION). IN ADDITION, BANK PROPOSES TO PROVIDE \$150,000 OUT OF TOTAL FOREX COST OF \$1.1 MILLION FOR TA COMPONENT OF PROJECT ON GRANT BASIS.

9. CIVIL WORKS CONTRACTS FOR TWO MAIN ROADS WILL BE AWARDED ON BASIS OF INTERNATIONAL COMPETITIVE BIDDING IN ACCORDANCE WITH BANK'S GUIDELINES FOR PROCUREMENT; CONTRACTS FOR MINOR ROADS TO BE AWARDED ON BASIS OF LOCAL COMPETITIVE BIDDING. CIVIL WORKS CONTRACTORS WILL PROVIDE ALL EQUIPMENT AND MATERIALS AND WILL BE REIMBURSED ON BASIS OF CONTRACTUAL UNIT PRICES FOR CERTIFIED QUANTITIES OF

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SCHEDULED ITEMS OF CIVIL WORKS. SERVICES OF QUALIFIED CONSULTING ENGINEERING FIRMS WOULD BE RETAINED IN ACCORDANCE WITH BANK'S GUIDELINES ON USES OF CONSULTANTS. FOR DESIGN AND SUPERVISION OF CONSTRUCTION OF TWO MAIN AND TWELVE MINOR ROADS, ONE OR MORE CONSULTING SERVICES CONTRACTS WILL BE AWARDED. SEPARATE CONTRACTS WILL BE AWARDED FOR FEASIBILITY STUDY AND TA. IN LATTER CASE, DEPENDING ON FIRM'S PERFORMANCE, DPH MAY, AT ITS OPTION, NEGOTIATE NEW CONTRACT WITH SAME FIRM FOR DESIGN WORK ARISING FROM FEASIBILITY STUDY.

10. DPH, THE EXECUTING AGENCY, WAS ESTABLISHED AS SEPARATE

TOVT DEPARTMENT IN 1974 AND IS RESPONSIBLE FOR ADMINISTER-  
ING, CONSTRUCTING, MAINTAINING AND PLANNING NATIONAL HIGHWAYS.  
DPH HAS BEEN EXECUTING AGENCY FOR FOUR PREVIOUS ROAD  
PROJECTS FINANCED BY BANK AS WELL AS FOR A NUMBER OF  
LOANS FROM IBRD, OECF AND USAID. WHILE SOME IMPLEMENTATION  
DELAYS WERE ENCOUNTERED IN PAST, EXECUTION OF FOUR  
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BANK PROJECTS AT THIS TIME IS PROCEEDING SATISFACTORILY.  
TO ENSURE EFFECTIVE IMPLEMENTATION, HOWEVER, DPH HAS  
ESTABLISHED AN ADB PROJECTS OFFICE WHICH WILL BE RESPONSIBLE  
FOR THE MANAGEMENT OF THIS AND OTHER HIGHWAY PROJECTS  
FINANCED BY THE BANK. ADB PROJECTS OFFICE WILL BE  
RESPONSIBLE FOR SUPERVISING  
THE WORK OF CONSULTANTS ENGAGED UNDER THE PROJECT, FOR  
LIAISON WITH OTHER GOVERNMENT AGENCIES, AND FOR ADMINISTER-  
ING CONSTRUCTION CONTRACTS UNDER PROJECT. DPH HAS AGREED  
TO TAKE OVER MAINTENANCE OF THE TWO MAJOR ROADS UNDER THIS  
PROJECT AS WELL AS EIGHT OF THE TWELVE MINOR ROADS.  
MAINTENANCE OF THE OTHER FOUR MINOR ROADS IS RESPONSIBILITY  
OF THE APPROPRIATE PROVINCES. DPH WOULD, HOWEVER,  
PROVIDE NECESSARY TECHNICAL AND FINANCIAL ASSISTANCE TO  
PROVINCES FOR PROPER MAINTENANCE OF THEIR RESPECTIVE MINOR  
ROADS. DPH IS TAKING APPROPRIATE ACTIONS TO OVERCOME TWO  
OF ITS MAJOR DIFFICULTIES. IT IS PROCURING SERVICES OF  
EXPERIENCED CONSULTING ENGINEERS FOR DETAILED DESIGN AND  
SUPERVISION OF CONSTRUCTION AND BY A GRADUAL REORGANIZATION  
OF DPH'S ESTIMATING AND BUDGETING PROCEDURES AND STRENGTH-  
ENING OF ITS MAINTENANCE CAPABILITY THROUGHOUT THE ENTIRE  
COUNTRY BASED ON RECOMMENDATIONS OF A UNDP-SPONSORED  
STUDY OF THE PHILIPPINES HIGHWAY TECHNICAL ASSISTANCE PROGRAM  
FOR WHICH IBRD WAS EXECUTING AGENCY.

11. QUANTIFIABLE ECONOMIC BENEFITS FROM ROAD IMPROVEMENT  
COMPONENT ARE CALCULATED ON BASIS OF SAVINGS IN ROAD-USER  
COSTS AND SAVINGS IN ROAD MAINTENANCE COSTS. ECONOMIC  
INTERNAL RATE OF RETURN (EIRR) FOR TWO MAJOR ROADS HAS BEEN  
ESTIMATED AT 17.5 PERCENT (OLONGAPO-BUGALLON ROAD) AND  
20.0 PERCENT (TAGAYTAY-BATANGAS ROAD). EIRR FOR MINOR ROADS  
IS EXPECTED TO RANGE FROM 15 TO 44 PERCENT. IN ADDITION  
TO QUANTIFIABLE ECONOMIC BENEFITS, PROJECT IS EXPECTED TO  
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CONTRIBUTE TO REGIONAL AGRICULTURAL DEVELOPMENT THROUGH  
INCREASED FARM ACCESS TO MARKET CENTERS AND HELP PROMOTE  
OBJECTIVES OF DECENTRALIZING ECONOMIC GROWTH AND BRIDGING

GAP IN REGIONAL INEQUALITIES.

12. USADB COMMENT: BANK OFFICIALS ARE WELL AWARE OF DIFFICULTIES EXPERIENCED BY DPH TO ATE IN ADEQUATELY MAINTAINING NATIONAL ROAD NETWORK. IN ADDITION TO EFFORTS MENTIONED PARA. 10, IBRD'S RECENT THIRD HIGHWAY LAON PROVIDES FOR CONSTRUCTION OR IMPROVEMENT OF 28 WORKSHOPS ON LUZON AND FOR SERVICES OF NINE EXPERTS TO STRENGTHENING KEY DIVISIONS AND SERVICES IN DPH BUREAUS. IN ADDITION, UNDER PROPOSED BANK LOAN, GOVT HAS GIVEN SPECIFIC ASSURANCES THAT DPH WILL IMPLEMENT A PLAN PREPARED BY PROJECT CONSULTANTS FOR FUTURE MAINTENANCE OF PROJECT ROADS AS WELL AS ASSISTING PROVINCIAL JURISDICTIONS IN MAINTAINING MINOR ROADS. USADB PLANS TO CALL BANK'S ATTENTION TO NEED TO MONITOR DPH'S PERFORMANCE CONTINUOUSLY DURING FIVE-YEAR IMPLEMENTATION PERIOD. ON THIS BASIS, USADB SUPPORTS PROPOSAL AND RECOMMENDS FAVORABLE NAC ACTION.

13. U.S. MISSION MANILA'S COMMENTS HAVE BEEN REQUESTED FOR NAC AGENCIES PURSUANT TO STATE 119795 DATED 3 JULY 1972.  
EDMOND

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## Message Attributes

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**Disposition Approved on Date:**  
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SUMMARY: ADB MANAGEMENT PROPOSES \$45.0 MILLION EQU  
**TAGS:** EAID, EFIN, RP, ADB  
**To:** STATE  
**Type:** TE  
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